

Message Text

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SUBJECT: GOVERNING BERLIN: AIR NOISE, FOR EXAMPLE

REF: USBERLIN 1080

1. SUMMARY: MISSION OFFICERS, WITH THEIR FRENCH AND
BRITISH COLLEAGUES, HAVE BEEN DEEPLY ENGAGED FOR TWO YEARS
IN AIRCRAFT NOISE PROBLEMS, A MATTER OF CONCERN TO ALLIES
HERE. INITIALLY THE ALLIES KEPT THE GERMAN CITY ADMINISTRA-
TION AT ARM'S LENGTH ON THIS ISSUE, BUT OVER TIME SUB-
STANTIAL IMPROVEMENTS HAVE BEEN MADE POSSIBLE BY THE CLOSE
COOPERATION WHICH HAS GROWN UP AMONG THE ALLIES, THE
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AIRLINES, THE BERLIN SENAT, AND THE BERLINERS. END SUMMARY.

2. VISITORS TO THIS CITY FREQUENTLY HEAR HOW "UNIQUE"
IT IS. BERLIN IS GOVERNED LIKE NO OTHER CITY THEY
ARE TOLD. AS A MAJOR WORLD CITY, FORCIBLY DIVIDED,
AND ADMINISTERED BY TWO HOSTILE GERMAN ENTITIES UNDER

THE SUPERVISION OF THE FOUR VICTORS OF WORLD WAR II, BERLIN PRESENTS COMPLEXITIES NOT FOUND IN URBAN GOVERNMENTS ELSEWHERE. MUCH DAY-TO-DAY ADMINISTRATION IS IN THE HANDS OF GERMANS, BUT IN MATTERS CRUCIAL TO THE ALLIED PRESENCE IN THE CITY, SUCH AS AVIATION, THE ALLIED AUTHORITIES RETAIN EXCLUSIVE CONTROL. THUS, THE ALLIED AUTHORITIES IN BERLIN HAVE HAD TO DEVOTE A MAJOR EFFORT DURING THE PAST TWO YEARS TO COPE WITH THE AIR NOISE PROBLEM OF A CITY WHOSE MAJOR AIRPORT LIE WITHIN THE CITY BOUNDARY.

3. SINCE THE MID-1974 DECISION TO MOVE ALL CIVIL AIR TRAFFIC TO TEGEL, AN EXEMPLARY DEGREE OF COOPERATION HAS GROWN UP AMONG THE ALLIES IN THE CITY ON THE PROBLEM OF NOISE ABATEMENT. THE US AND UK MISSIONS HAVE TENDED TO BE THE DRIVING FORCE, BUT COMPLETE TECHNICAL INPUT HAS BEEN RECEIVED PROMPTLY FROM US AIR FORCE AIR TRAFFIC EXPERTS, FROM US ADMINISTRATOR FOR AERONAUTICS WERTENBAKER, FROM BRITISH AND AMERICAN AIR FORCE PILOTS, AND NOT LEAST, FROM A NUMBER OF ENTHUSIASTIC PAN AM AND BA PILOTS WHO HAD THE STRONG SUPPORT OF THEIR HOME ORGANIZATIONS IN DOING SO.

4. BEFORE 1974 AIRCRAFT NOISE WAS A MINOR ISSUE IN BERLIN. SINCE THE AIRLIFT, 90 PERCENT OF AVIATION HAD BECOME CONCENTRATED AT TEMPELHOF. IN THE DISTRICTS AROUND TEMPELHOF, BUILDINGS HAD BEEN EXTENSIVELY SOUND-PROOFED BY THE SENAT, AND THE RESIDENTS HAD BECOME INURED TO NOISE--SOME NOSTALGICALLY RECALL THE BLOCKADE DAYS WHEN THEY WERE UPSET WHEN THEY COULD LIMITED OFFICIAL USE

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NOT HEAR AIRPLANES. IN 1966, WHEN PAN AMERICAN INTRODUCED JET AIRCRAFT TO BERLIN, THE FOCUS OF CITIZEN CONCERN WAS NOT AIR NOISE AT ALL, BUT THAT SUCH LARGE AIRPLANES WITH A HIGH "SINK RATE" MIGHT POSE A SERIOUS DANGER TO RESIDENTS.

5. THE SHIFT OF ALL CIVIL TRAFFIC TO TEGEL AIRPORT IN SEPTEMBER OF 1975 EXPOSED AN ENTIRELY NEW SEGMENT OF THE POPULATION TO THE JARRING INTERRUPTION OF THEIR DAILY LIVES CAUSED BY JET AIRCRAFT OVERHEAD. PRIOR TO THE MOVE TO TEGEL THE ALLIES WERE URGED BY THE SENAT TO REVISE THEIR EXISTING LEGISLATION ON AVIATION NOISE. THE PRINCIPAL INITIAL TASK BEFORE THE ALLIES WAS TO DEVISE FLIGHT PATHS WHICH WOULD PROVIDE A MAXIMUM OF AIR SAFETY AND A MINIMUM OF NOISE DISTRIBUTION. IN A NOVEMBER 1974 MEETING AT THE SENAT, THE ALLIES PRESENTED THEIR AIR ROUTES WHICH WERE ACCEPTED WITHOUT CRITICISM BY THE GERMAN

AUTHORITIES. AT THE SAME TIME THE NIGHT CURFEW WAS EXPANDED ONE HOUR (2300 TO 0600). THE ALLIES TURNED DOWN A NUMBER OF OTHER SENAT PROPOSALS SUCH AS THE ELIMINATION OF THE NIGHT MAIL FLIGHT WHICH PERMITS OVERNIGHT MAIL SERVICE BETWEEN ALL THE MAJOR CITIES OF THE FEDERAL REPUBLIC AND BERLIN AND POSSIBLE RESTRICTIONS ON THE DEPARTURE WEIGHTS OF AIRCRAFT IN THE EVENING. THESE DECISIONS WERE CODIFIED IN BK/L(75)7 OF 21 FEBRUARY 75.

6. IT SOON BECAME APPARENT, HOWEVER, THAT ADDITIONAL MEASURES WOULD BE REQUIRED BEYOND THOSE CONTAINES IN BK/L(75)7. A NUMBER OF LOCAL POLITICIANS INCLUDING SENATOR FOR ENVIRONMENTAL AFFAIRS (AND HEALTH) PAETZOLD AND SPD HOUSE OF REPRESENTATIVES MEMBER THOMAS FOUND THEMSELVES IN CONSTANT CONTACT WITH AN EVER EXPANDING GROUP OF CITIZENS' INITIATIVES ON IAR NOISE. OVER A TIME, HOWEVER, THE SENAT WAS ABLE TO MORE SHARPLY LIMITED OFFICIAL USE

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DEFINE ITS OBJECTIVES, AND THE ALLIES, AND ESPECIALLY THE AIRLINES, WERE ABLE TO PERCEIVE THE GENUINE BENEFIT TO THE IMAGE OF THE AIRLINES WHICH A FORTH-COMING NOISE ABATEMENT POLICY COULD ACHIEVE. AFTER AN INITIAL RELUCTANCE TO DEAL TOO CLOSELY WITH THE SENAT ON A MATTER OF RESERVED ALLIED RIGHT HAD BEEN OVERCOME, THE ALLIED MISSIONS HERE MET MORE OR LESS REGULARLY WITH THOSE REPOSIBLE FOR ENVIRONMENTAL AFFAIRS IN THE SENAT. GERMAN-SPEAKING PAN AM PILOTS WHO WERE ALSO AIR NOISE EXPERTS ATTENDED LOCAL MEETINGS

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WHERE MOST RECENTLY THEY HAVE OFTEN RECEIVED GENUINE
ACCLAIM FROM THE BERLINERS PRESENT.

7. SPECIFIC MEASURES WHICH THE ALLIES ADOPTED IN THE
PAST TWO YEARS INCLUDE:

- A. AIRCRAFT DEPARTING TEGEL IN AN EASTERLY
DIRECTION WILL NOT TURN UNTIL THEY HAVE GONE THREE
MILES AND ATTAINED AN ALTITUDE OF 3,000 FT.;
- B. THE LONGER RUNWAY AT TEGEL WILL BE USED AT ALL
TIMES UNLESS OPERATIONAL REASONS MAKE IT IMPOSSIBLE;
- C. AIRCRAFT WILL USE REVERSE THRUST ON LANDING
ONLY WHEN SAFETY CONSIDERATIONS REQUIRE;
- D. THE PRESCRIBED AIR ROUTES ARE MANDATORY (WE
ARE CONSIDERING THE EMPLACEMENT OF ANOTHER BEACON
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NEAR THE WALL AT WEDDING TO MAKE IT TECHNICALLY
EASIER FOR PILOTS TO ADHERE TO THE DEPARTURE ROUTES
DESPITE SIDE WINDS);

- E. VIOLATIONS OF THE 11:00 P.M. BERLIN CURFEW
WILL BE SANCTIONED BY THE BONN CIVIL AIR ATTACHES;
- F. PAN AMERICAN WILL REDUCE ITS NECESSARY TRAINING
FLIGHTS AT TEMPELHOF TO A MINIMUM. THE ALLIES HAVE
ALSO GIVEN THEIR APPROVAL TO THE IMPLANTING OF AIR
NOISE MONITORING DEVICES IN THE NORTH END OF THE
CITY DESPITE THE FACT THAT THE DATA RECEIVED FROM
THEM COULD CONCEIVABLY LEAD TO ACCUSATIONS LEVIED ON
INDIVIDUAL AIRLINES OR PILOTS. COGNOSCENTI WILL RECOGNIZE
THAT SOME OF THESE MEASURES GO BEYOND THOSE ADOPTED IN THE
US OR UK - REVERSE THRUST FOR EXAMPLE.

8. IN NOVEMBER, BODO THOMAS, REPRESENTING THE
DISTRICT MOST AFFECTED BY AIR NOISE FROM TEGEL,
PRESENTED TO THE THREE ALLIED SENAT LIAISON OFFICERS
LETTER ABOUT THE NOISE ADDRESSED TO THE THREE

MINISTERS. ALERTED IN ADVANCE TO THE PURPOSE OF THOMAS' VISIT, THE SENAT LIAISON OFFICERS WERE ABLE TO IMMEDIATELY RELEASE A PRESS STATEMENT, WITH THOMAS' AGREEMENT, WHICH CATALOGUED THE MEASURES WHICH THE ALLIES HAD ALREADY UNDERTAKEN TO ABATE NOISE. THOMAS WAS MORE THAN SATISFIED WITH THIS IMMEDIATE RESPONSE TO HIS PETITION.

9. ALSO, A NUMBER OF OCCASIONS WERE ARRANGED BY THE ALLIES TO SHOW THE LOCAL AUTHORITIES WHAT HAD BEEN DONE AND WHY OTHER THINGS COULD NOT BE DONE. IN MAY, FOR EXAMPLE, THERE WAS A TOUR OF THE USAF'S AIR TRAFFIC CONTROL CENTER, AND A PAN AM ORIENTATION FLIGHT (REF A). THE MOST RECENT SUCH EVENT TOOK PLACE ON THIS DECEMBER 14 WHEN SOME 70 BERLINERS RANGING FROM INTERESTED CITIZENS OF REINICKENDORF AND WEDDING TO SENATORS LUEDER LIMITED OFFICIAL USE

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(ECONOMICS) AND PAETZOLD WERE TAKEN ON A DEMONSTRATION FLIGHT DURING WHICH A BA PILOT SHOWED THE DIFFERENCE BETWEEN NOISY AND QUIET DEPARTURES AND LANDINGS. BA'S CHIEF ENGINEER FOR NOISE ABATEMENT, MR. CHOWNDS, FLEW TO BERLIN TO SPEAK AT THE OCCASION. THE ALLIES RECEIVED UNUSUALLY FAVORABLE PRESS COVERAGE FOR THAT EVENT INCLUDING A GOOD THIRD OF THE NIGHTLY NEWS BROADCAST "ABENDSCHAU" SHOWING KEY BERLINERS IN THE COCKPIT OF THE BA AIRCRAFT, AND A RIAS RADIO INTERVIEW WITH SENATOR PAETZOLD AND A GERMAN-SPEAKING PAN AM PILOT.

10. ANOTHER LESS TECHNICAL BUT IMPORTANT FRINGE BENEFIT OF THIS ENTIRE EXERCISE HAS BEEN THE SMOOTH RELATIONSHIPS WHICH HAVE GROWN UP WITHIN THE ALLIED AIR FRATERNITY AS A RESULT OF THE NEED TO WORK TOGETHER IN ALLEVIATING A COMMON PROBLEM. THE FEARS OF TWO YEARS AGO THAT IT MIGHT PROVE OCCASIONALLY DIFFICULT TO DEAL WITH THE FRENCH-CONTROLLED AIR FIELD OF TEGEL HAVE PROVED GROUNDLESS AS THE FRENCH HAVE SHARED THE BURDEN IN THIS EFFORT AS THEY HAVE IN OTHER ASPECTS OF BERLIN'S AIR SERVICE.

11. WE ALSO NOTE THAT THERE IS LITTLE IF ANY SUBSTANCE IN THE COMPLAINTS ABOUT AIR NOISE MADE TO THE ALLIES BY THE SOVIETS AND THE GDR. AIRCRAFT TURNING OVER THE THICKLY SETTLED EAST BERLIN BOROUGHES HAVE BY THEN ATTAINED AN ALTITUDE OF 3,000 FEET AND MORE, THE POINT AT WHICH AIR NOISE IS NO LONGER CONSIDERED TO BE A SIGNIFICANT NUISANCE. WE SUSPECT THE GDR IS MERELY LOOKING FOR AN EXCUSE TO INJECT ITSELF INTO

FOUR POWER BERLIN MATTERS.

12. CONCLUSION: ALTHOUGH AIR NOISE HAS LESS APPARENT
POLITICAL IMPACT THAN MANY OTHER FACETS OF ALLIED
GOVERNANCE FUNCTIONS HERE, IT REPRESENTS AN AREA IN
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WHICH DIVISIONS MIGHT HAVE ARISEN BETWEEN THE POPULATION
AND THE ALLIED AUTHORITIES. THAT PUBLIC COMPLAINTS
HAVE NOT ASSUMED GREATER PROPORTIONS IS, WE BELIEVE,
DUE TO THE EFFECTIVE WORKING OF THE ALLIED MACHINERY
IN BERLIN WHICH HAS PROVED AT LEAST AS CAPABLE OF
ACTION AS THAT OF MOST NOISE-PLAGUED CITIES.DAVIS

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